

Message Text

CONFIDENTIAL

PAGE 01 MEXICO 01531 01 OF 02 042354Z

65

ACTION ARA-10

INFO OCT-01 ISO-00 AF-06 EA-07 EUR-12 NEA-10 IO-11 CIAE-00

DODE-00 PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05 PA-01

PRS-01 SP-02 SS-15 USIA-06 AID-05 COME-00 EB-07

FRB-03 TRSE-00 XMB-02 OPIC-03 CIEP-01 LAB-04 SIL-01

OMB-01 SNM-02 DEAE-00 DLOS-04 SAL-01 OFA-01 SCA-01

/139 W

----- 053355

R 042305Z FEB 76

FM AMEMBASSY MEXICO

TO SECSTATE WASHDC 2828

C O N F I D E N T I A L SECTION 1 OF 2 MEXICO 1531

DEPT PASS ALL ARA DIPLOMATIC POSTS

POUCHED: USMISSIONS GENEVA, USUN, AMEMBASSIES ALGIERS,
BELGRADE, BONN, BUCHAREST, CAIRO, COLOMBO, DAKAR, DARESSALAAM,
JAKARTA, JIDDA, LONDON, MADRID, MOSCOW, NEWDELHI, OSLO, OTTAWA,
PARIS, STOCKHOLM, TEHRAN, TELAVIV, TOKYO, AMCONSUL HONGKONG,
USLO PEKING.

EO 11652: GDS

TAGS: PFOR, MX

SUBJECT: MEXICAN FOREIGN POLICY: CURRENT ASSESSMENT AND OUTLOOK

REF 75 MEXICO A-69 (NOTAL), 74MEXICO A-5 (NOTAL),

1. THIS CABLE TRANSMITS SUMMARY AND HIGHLIGHT EXCERPTS OF
EMBASSY'S ANNUAL AIRGRAM REPORT (BEING POUCHED) ON MEXICAN
FOREIGN POLICY.

2. SUMMARY: IN THIS ANNUAL ASSESSMENT OF MEXICAN FOREIGN POLICY,
EMPHASIS IS UPON TRENDS IN 1975, PROSPECTS FOR REMAINDER OF
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MEXICO 01531 01 OF 02 042354Z

TERM OF PRESIDENT LUIS ECHEVERRIA (WHO DOMINATES FOREIGN POLICY

FORMULATION AND EXECUTION), BRIEF LOOK AT ECHEVERRIA'S PROSPECTIVE SUCCESSOR JOSE LOPEZ PORTILLO, AND GENERAL CONCLUSIONS REGARDING US-MEXICAN RELATIONS IN 1976. ECHEVERRIA WILL CONTINUE TO RUN MEXICAN FOREIGN POLICY FOR REST OF HIS TERM (ENDING NOV. 30, 1976); HE MADE SOME SERIOUS BLUNDERS LAST YEAR BUT DOES NOT SEEM PARTICULARLY CHASTENED. THOUGH HIS PROSPECTS HAVE DIMMED, HE MAY STILL ENTERTAIN HOPES OF BECOMING UN SECRETARY GENERAL IF WALDHEIN SHOULD NOT RUN FOR RE-ELECTION. PRIVATELY EXPRESSING FRIENDSHIP FOR US, IN PUBLIC ECHEVERRIA WILL CONTINUE HIS THIRD WORLD RHETORIC, INCLUDING SHARP CRITICISM OF "RICH" COUNTRIES. HE WILL PLUG NEED FOR NEW INTERNATIONAL ECONOMIC ORDER (NIEO) AND CHARTER OF ECONOMIC RIGHTS AND DUTIES OF STATES (CERDS), AS WELL AS LATIN AMERICAN ECONOMIC SYSTEM (SELA) AND SIMILAR ORGANIZATION EMBRACING THRID WORLD. ON MAJOR BILATERAL ISSUES, SUCH AS NARCOTICS TRAFFIC AND MEXICANS ILLEGALLY IN US, ECHSVERRIA IS FAVORABLY DISPOSED TOWARD COOPERATION ON FORMER AND FRIENDLY CONSULTATIONS LOOKING TOWARD SOLUTION ON LATTER. HE REMAINS UNPREDICTABLE AND HAS SHOWN DISTRUBING TENDENCY TO ACT IMPULSIVELY PARTICULARLY ON FOREIGN POLICY ISSUES. HIS TUTATIVE SUCCESSOR, LOPEZ PORTILLO, HAS NOT HAD TOO MUCH TO SAY ABOUT FOREIGN POLICY BUT APPEARS LESS AGGRESSIVE ON THIRD WORLD POSITIONS THAN ECHEVERRIA AND SEEMS TO FOCUS HIS ATTENTION ALMOST EXLCUSIVELY ON INTERNAL PROBLEMS, THUS FAR. END SUMMARY.

3. THE YEAR AHEAD -- ECHEVERRI'A SWAN SONG:

A. IN MEXICAN POLITICAL SYSTEM (EFFECTIVELY ONE-PARTY), IT HAS BEEN TRADITIONAL FOR INCUMBENT PRESIDENT DURING HIS LAST YEAR IN OFFICE AND ONCE RULING PARTY HAS NAMED CANDIDATE TO SUCEED HIM, TO WITHDRAW GRADUALLY FORM OVERWHELMINGLY DOMINANT POSITION HE HAS HELD DURING HID INCUMBENCY, LEAVING LIMELIGHT TO HIS SUCCESSOR WHO IS MEANWHILE "CAMPAIGNING" (THOUGH HIS ELECTION IS DEAD CERTAINTY). AS EMBASSY HAD PREVIOUSLY REPORTED, ECHEVERRIA CLEARLY FINDS IT FRUSTRATING AND PSYCHOLOGICALLY DIFFICULT TO MOVE FROM CENTER STATE -- PARTICULARLY AS RELATES TO FOREIGN POLICY. WE HAVE NO INDICATION THAT PRESIDENTIAL CANDIDATE JOSE LOPEZ PORTILLO HAS BEEN REGULARLY CONSULTED OR INFORMED ON ANY SIGNIFICANT FOREIGN POLICY INITIATIVE TAKEN SINCE HIS NOMINATION NOR EVEN THAT HE IS SYSTEMATICALLY BRIEFED BY FOREIGN SECRETARIAT ON CURRENT ISSUES. IT WOULD APPEAR, AT LEAST AT PRESENT, CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MEXICO 01531 01 OF 02 042354Z

THAT LOPEZ PORTILLO, LIKE OTHER MEXICANS, US JUST SPECTATOR. B. IN DOMESTIC AFFAIRS, ECHEVERRIA CLEARLY ATTEMPTING TO TIE UP LOOSE END AND CONSOLIDATE HIS RECORD OF ACHIEVEMENTS, BUT WITH WHAT SUCCESS REMAINS TO BE SEEN. HE MAY EVEN BE TEMPTED TO ATTEMPT NEW INITIATIVES IN DOMESTIC FIELD. MEXICO'S ECONOMY IS NOT IN GOOD SHAPE AT PRESENT TIME. LARGE INVESTMENT PROGRAMS UNDERTAKEN BY ECHEVERRIA ADMINISTRATION HAVE NOT YET BEGUN TO PAY OFF. THEIR BENEFITS MAY NOT BECOME APPARENT FOR SEVERAL

YEARS. MEXICO'S CURRENCY IS UNDER SOME PRESSURE, AND COUNTRY WILL REQUIRE SUBSTANTIAL FOREIGN CAPITAL FOR AT LEAST SEVERAL MORE YEARS. DOMESTIC ECONOMIC SITUATION MAY REQUIRE INCREASED ATTENTION THIS YEAR AND MAY IMPACT ON MEXICO'S FOREIGN POLICIES.

C. BUT IN DOMESTIC AFFAIRS, AND DESPITE HIS RELUCTANCE TO GIVE UP LIMELIGHT, ECHEVERRIA WILL PROBABLY BE MORE CONSTRAINED BY POLITICAL REALITIES AS DAY APPROACHES WHEN HE MUST FINALLY RELINQUISH POWER AND AS MEXICAN POLITICIANS TURN THEIR ATTENTION AND HOPES MORE AND MORE TO LOPEZ PORTILLO. THUS, ECHEVERRIA IS LIKELY TO FEEL HAT ONLY IN AREA OF FOREIGN POLICY, DURING COMING MONTHS, WILL HE HAVE SUFFICIENT SCOPE AND LEEWAY TO SATISFY HIS CONTINUING CRAVING FOR EXERCISE OF POWER, FOR WORLD ATTENTION, FOR HEADLINES. HE HAS BEEN BURNED ON VARIOUS INTERNATIONAL ISSUES, E.G. ZIONISM, SPAIN, BELIZE, BUT PERHAPS NOT TOO PAINFULLY. ANDHE HAS NOT BEEN ENCOURAGED IN HIS QUEST FOR UN SECRETARY GENERAL POSITION, BUT STILL HOPE SPRINGS ETERNAL. THEREFORE, WE ANTICIPATE THAT HE WILL CONTINUE TO BE EXTREMELY ACTIVE IN FIELD OF FOREIGN POLICY FOR MOST OF THIS YEAR.

D. SOURCES CLOSE TO PRESIDENCY HAVE TOLD EMBOFFS THAT ECHEVERRIA PLANS ONE MORE MAJOR TOUR -- PROBABLY TO EUROPE. MOREOVER, HE WILL CONTINUE TO RECEIVE IMPORTANT VISITORS -- TRUDEAU (IN JANUARY), POSSIBLY TITO, ALLON, AND POSSIBLY OTHER LEADERS OF WORLD PROMINENCE.

E. IT WOULD BE FUTILE TO ATTEMPT TO FORESEE UNFORESEEABLE -- WORLD EVENTS DURING 1976 AND ECHEVERRI'S REACTIONS TO THOSE EVENTS. BUT HIS RECORD OF PAST FIVE YEARS MAKES IT SAFE TO PRE-DICT THAT CERTAIN GENERALIZATIONS WILL HOLD TRUE:

(1) ECHEVERRIA AND HIS REPRESENTATIVES WILL MAINTAIN AT FULL VOLUME STANDARD THIRD WORLD RHETORIC WITH PARTICULAR EMPHASIS ON CHARTER OF ECONOMIC RIGHTS AND DUTIES OF STATES. WHAT IS PERHAPS LESS CERTAIN IS DEGREE TO WHICH ECHEVERRIA WILL PUSH IN NON-RHETORICAL WAYS VARIOUS THRID WORLD THEMES. WHILE THERE
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 MEXICO 01531 01 OF 02 042354Z

WILL BE CONTINUING EMPHASIS ON NEED FOR DEVELOPED COUNTRIES TO ACCOMMODATE DEMANDS OF DEVELOPING COUNTRIES, MEXICO COULD BEGIN TO REALIZE THAT ITS OWN SITUATION IS DIFFERENT FROM THATOF BANGLADESH OF INDIA, AND WHAT MAY BE GOOD FOR SOME THIRD WORLD COUNTRIES MAY NOT BE GOOD FOR MEXICO. ALSO, MEXICO MAY BE MORE INCLINED TO COMPROMISE THAN OTHER MORE RADICAL COUNTRIES.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 MEXICO 01531 02 OF 02 050021Z

65

ACTION ARA-10

INFO OCT-01 ISO-00 AF-06 EA-07 EUR-12 NEA-10 IO-11 CIAE-00

DODE-00 PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05 PA-01

PRS-01 SP-02 SS-15 USIA-06 AID-05 COME-00 EB-07

FRB-03 TRSE-00 XMB-02 OPIC-03 CIEP-01 LAB-04 SIL-01

OMB-01 SNM-02 DEAE-00 DLOS-04 SAL-01 OFA-01 SCA-01

/139 W

----- 053769

R 042305Z FEB 76

FM AMEMBASSY MEXICO

TO SECSTATE WASHDC 2829

C O N F I D E N T I A L SECTION 2 OF 2 MEXICO 1531

DEPT PASS ALL ARA DIPLOMATIC POSTS

(2) MEXICO WILL COMPLETE (PROBABLY BY MID-YEAR) NECESSARY CONSTITUTIONAL PROCEDURES AND "ASSUME JURISDICTION" OVER 200-MILE PATRIMONIAL SEA ZONE. WE DOUBT MEXICO'S CAPABILITY TO ENFORCE JURISDICTION, AND WE DO NOT THINK MEXICO IS LOOKING FOR TROUBLE WITH US OR OTHER MAJOR SEA POWERS. HOWEVER, MEXICAN NATIONALISTIC SENSITIVITY IS SUCH THAT SERIOUS PROBLEMS COULD ARISE, AND IT SHOULD BE NOTED THAT ECHEVERRIA'S UNILATERAL ACTION ON 200-MILE ZONE -- UNLIKE SOME OTHER INITIATIVES -- WON STRONG AND WIDESPREAD SUPPORT FROM MEXICAN PUBLIC.

(3) MEXICO WILL PRESS FOR CONSOLIDATION AND ACTIVATION OF SELA, AT LEAST IN SOME SUPERFICIAL SENSE, AS WELL AS PROGRESS OF SOME SORT BY CARIBBEAN SHIPPING ORGANIZATION (NAMUCAR); THESE ARE TROPHIES FOR ECHEVERRIA ADMINISTRATION.

(4) RECENT (AND FUTURE) EVENTS IN ANGOLA MAY AFFECT MEXICO'S ATTITUDE TOWARD CUBA. FIELDING OF SUBSTANTIAL MILITARY FORCE IN AFRICA AND CLEAR INDICATION THAT CUBAN REVOLUTION IS STILL FOR EXPORT MAY WELL STIMULATE SOME REFLECTION AND STOCKTAKING BY ECHEVERRIA, WHO HAS FELT THAT CUBA WAS RIPE FOR WEANING AWAY

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MEXICO 01531 02 OF 02 050021Z

FROM SOVIETS AND, PERHAPS, THAT CASTRO HAD MELLOWED AND MATURED.

(5) MEXICO WILL NOT, BARRING UNEXPECTED CHANGE IN CHILE, RE-ESTABLISH RELATIONS WITH THAT COUNTRY DURING ECHEVERRIA'S TENURE.

(6) GIVEN SOME BASIS FOR "PERCEIVING" AN OPENING TOWARD MORE LIBERAL REGIME IN SPAIN AND GIVEN RECEPTIVITY BY GOS, ECHEVERRIA WOULD LIKE TO REESTABLISH RELATIONS WITH SPAIN. RECENTLY, HOWEVER, HE HAS TALKED LESS ABOUT VISITING SPAIN BEFORE HE LEAVES OFFICE AND RAPPROCHEMENT IN IMMEDIATE FUTURE SEEMS INCREASINGLY UNLIKELY, THOUGH CERTAIN COMMERCIAL AND SEMI-CONSULAR TIES HAVE BEEN QUIETLY REESTABLISHED.

(7) ECHEVERRIA TAKES A KEEN INTEREST IN PROBLEM OF MEXICAN ILLEGALS IN US. HE SEEMS WELL-DISPOSED TOWARD CONSULTATIVE MEETINGS BETWEEN US AND MEXICO ON THIS ISSUE, HE HAS RECOGNIZED THAT SOLUTION OF PROBLEM IS BASICALLY MEXICO'S TASK, AND GIVEN BENEFITS TO MEXICO UNDER PRESENT DE FACTO CIRCUMSTANCES, HE IS LIKELY TO LEAVE WELL ENOUGH ALONE. HOWEVER, SHOULD THE US TAKE UNILATERAL ACTION ON ISSUE WHICH WOULD BE SERIOUSLY DAMAGING TO MEXICAN INTERESTS, ECHEVERRIA WOULD REACT STRONGLY.

(8) BY TIME OF NEXT UN GENERAL ASSEMBLY, ECHEVERRIA WILL HAVE ONLY TWO MONTHS LEFT IN OFFICE. NEVERTHELESS, IT WOULD BE RISKY TO PREDICT THAT MEXICO WILL TAKE LESS ACTIVIST OR LESS THIRD-WORD-ORIENTED POSITION AT NEXT UNGA.

(9) GIVEN CHARACTER OF ECHEVERRIA, HIS INTENSE INTEREST IN INTERNATIONAL AFFAIRS, AND UNPREDICTABILITY OF WORLD EVENTS DURING COMING YEAR, WE MUST CLOSE THIS SECTION ON CAUTIONARY NOTE: ANY NUMBER OF EVENTS ON WORLD SCENE OF A DRAMATIC OR CRITICAL NATURE COULD TRIGGER REACTION BY ECHEVERRIA -- WHO TENDS TO ACT NOW, REFLECT LATER -- WHICH US WOULD FIND TROUBLE-SOME OR, AT BEST, UNHELPFUL. WE KNOW OF NO WAY TO PREDICT, FORESTALL, OR ANTICIPATE SUCH EVENTS.

4. PROSPECTS FOR MEXICAN FOREIGN POLICY UNDER JOSE LOPEZ PORTILLO:

A. LITTLE CAN YET BE CONFIDENTLY PREDICTED ON THIS SUBJECT. VERY MINOR PORTION OF LOPEZ PORTILLO'S (JLP) PUBLIC UTTERANCES HAVE RELATED TO FOREIGN POLICY. INSTEAD, HE HAS REPEATEDLY URGED THAT MEXICO LOOK INWARD FOR SOLUTIONS, RELYING ON ITS OWN EFFORTS, AND UNITING IN AN "ALLIANCE FOR PRODUCTIVITY". UNDERSTANDABLY, HE HAS EXPRESSED IN GENERAL TERMS SUPPORT FOR ECHEVERRIA'S FOREIGN POLICY -- HE COULD HARDLY FAIL TO DO SO WITHOUT ATTRACTING CRITICISM FROM ECHEVERRIA CLIQUE. HE RECENTLY REFERRED TO "PREPOTENCIAS", OBVIOUSLY REFERRING TO INDUSTRIALIZED
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MEXICO 01531 02 OF 02 050021Z

COUNTRIES, AND "STATELESS" (DESMETROPOLIZADO) TRANSNATIONAL COMPANIES AS RESPONSIBLE FOR PRESENT WORLD ECONOMIC DISORDER, INJUSTICE, "BRUTAL DISEQUILIBRIUM" OF TRADE, AND USE OF TECHNOLOGY AS INSTRUMENT OF DOMINATION. HE ADDED THAT INTERNATIONAL LAW, AS ENFORCED THROUGH SOVEREIGN STATES, OFFERED "ABSOLUTELY INADEQUATE REMEDIES". BUT HIS REFERENCES TO THIRD WORLD POSITIONS HAVE BEEN GENERALLY MODERATE AND NOT ALL THAT FREQUENT. HIS PUBLIC AND PRIVATE ATTITUDE TOWARD U.S. HAS BEEN DIGNIFIED BUT WARMLY CORDIAL. TENTATIVE CONCLUSION WE MUST DRAW AT THIS STAGE WOULD BE ALONG FOLLOWING LINES: JLP, LIKE MANY MEXICANS,

MAY SYMPATHIZE WITH ECHEVERRIA'S STRENUOUS EFFORTS ON BEHALF OF MEXICO AS THIRD WORLD LEADER, BUT HE PROBABLY PRAGMATICALLY ASSESSES THE IMMEDIATE INTERNAL PROBLEMS -- POLITICAL, ECONOMIC, AND SOCIAL -- AS SO PRESSING THAT THEY MUST RECEIVE IMMEDIATE AND UNDIVIDED ATTENTION AT EXPENSE OF FRENETIC PURSUIT OF THIRD WORLD GOALS. IT IS WORTHNOTING, HOWEVER, THAT JLP DID HAVE INDEPENDENT OBSERVER AT PARIS CIEC MEETING.

5. CONCLUSIONS CONCERNING BILATERAL RELATIONS:

A.THERE WILL BE FACTORS OF UNUSUAL RISK AND DELICACY BEARING UPON US-MEXICAN RELATIONS THIS YEAR. BOTH COUNTRIES ARE INVOLVED IN IMPORTANT ELECTION CAMPAIGNS. ECHEVERRIA, RELUCTANT LAME DUCK, REMAINS UNPREDICATABLE, PARTICULARLY IN FOREIGN AFFAIRS FIELD, BUT WE CANNOT EXCLUDE DOMESTIC UNPREDICTABILITY. HIS PROSPECTIVE SUCCESSOR, JLP, DOES NOT YET INFLUENCE FOREIGN POLICY -- AND MAY NOT UNTIL HE ACTUALLY ASSUMES OFFICE. MAJOR BILATERAL PROBLEMS (NARCOTICS TRAFFIC, ILLEGAL ALIENS IN US, AMERICAN PRISONERS IN MEXICO, FISHERIES) -- ALL SUBJECT OF INTENSE CONCERN BY BOTH GOVERNMENTS AND PUBLIC OPINION --HAVE EMOTIONAL CONTENT WHICH COULD CAUSE THEM TO FLARE UP SHARPLY. SAME IS TRUE OF ISSUES IN US TRADE POLICY AND MEXICAN FINANCIAL PROBLEMS, SUCH AS POSSIBLE DEVALUATION, OR BANK LOANS TO MEXICO. IN SHORT TERM, THEREFORE, PATIENCE AND FOREBEARANCE SHOULD BE WATCHWORD ON BOTH SIDES.
JOVA

NOTE BY OC/T: NOT PASSED ABOVE ADDEES.

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: INTELLIGENCE ASSESSMENTS, FOREIGN POLICY POSITION, POLITICAL SITUATION, ANNUAL REPORTS
Control Number: n/a
Copy: SINGLE
Draft Date: 04 FEB 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: BoyleJA
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976MEXICO01531
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D760043-0121
From: MEXICO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t19760283/aaaacvgf.tel
Line Count: 303
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION ARA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 76 MEXICO A-69
Review Action: RELEASED, APPROVED
Review Authority: BoyleJA
Review Comment: n/a
Review Content Flags:
Review Date: 12 APR 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <12 APR 2004 by SmithRJ>; APPROVED <02 AUG 2004 by BoyleJA>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: MEXICAN FOREIGN POLICY: CURRENT ASSESSMENT AND OUTLOOK
TAGS: PFOR, MX
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006